# CALIFORNIA PUBLIC EMPLOYEES' RETIREMENT SYSTEM STATEMENT OF INVESTMENT POLICY

# FOR DIRECTED BROKERAGE ARRANGEMENT

# August 14, 2006 October 12, 2007

This Ppolicy is effective immediately upon adoption and supersedes all previous dpirected bprokerage policies.

# I. PURPOSE

The CalPERS Total Fund Statement of Investment Policy, adopted by the CalPERS Investment Committee ("Committee"), sets forth CalPERS' overarching investment purposes and objectives with respect to all its investment programs.

This document sets forth the investment policy ("the—Policy") for Directed Brokerage Arrangement ("Arrangements"). The design of this Policy ensures that internal and external investment managers or other participants selected by the California Public Employees' Retirement System ("the SystemCalPERS") take prudent and careful action while participating in the Arrangements. Additionally, use of this Policy provides assurance that there is sufficient flexibility to obtain goods and services necessary for the prudent management of the fund while adhering to all regulatory standards.

# II. STRATEGIC POLICY OBJECTIVES

The strategic objective of the Arrangements is Arrangements shall be managed to maximize the funds available for investment research, analysis, analytical tools and transaction services by implementing industry accepted practices related to the recapture of commissions paid by the System CalPERS to brokers. CalPERS investment managers and associated brokers shall not compromise their duties to seek best execution in implementing these Arrangements.

# III. RESPONSIBILITIES AND DELEGATIONS

- A. The System's Investment Committee ("the Investment Committee") is responsible for approving and amending the Policy. The Investment Committee delegates the responsibility for administering the Arrangement to the Fiscal Services Staff through the Delegation of Authority (Delegation No. 95-101).
- **BA**. The **System's** CalPERS' Fiscal Services Staff ("the Fiscal Staff") shall be is responsible for the following:

- 1. Implementing and adhering to the Policy;
- 2. Maintaining a procedure manual subject to periodic reviews and updates that outline Fiscal Staff operational procedures;
- 3. Reporting immediately to the Investment Committee all violations of the Policy with explanations and recommendations;
- Monitoring the implementation of, and compliance with, the Policy.
   Staff shall report concerns, problems, material changes, and all violations of the Policy immediately and in writing to the Committee.
   These reports shall include explanations of the violations and appropriate recommendations for corrective action;
- 4<u>2.</u> Monitoring and reconciling commissions recaptured, and resolving variances between managers and brokers monthly;
- 5.3. Accounting for all funds generated from the Arrangements;
- 6.4. Preparing monthly external manager reports on commissions earned; and;
- 7.5. Maintaining records and reports of recaptured commissions.
- <u>CB</u>. The <u>System'sCalPERS'</u> Investment Office Staff ("the Investment-Staff") shall be is responsible for the following:
  - 1. Developing and recommending the Policy to the Investment Committee:
  - 2.1. Contracting with external investment managers who will be required to direct a portion of their normal trading activity to brokers participating in the System's CalPERS' Arrangements, if in the System's CalPERS' best interest. Investment Staff shall include directed brokerage language in the external investment manager contracts and negotiate with each manager the terms of their participation in the Arrangements;
  - 2. Adhering to the Policy as it applies to internally managed portfolios.
  - 3. Evaluating and recommending the addition or removal of brokers from the Arrangements:
    - a. Additions The System CalPERS shall authorize the use of brokerage firms that have expressed an interest in participating and that are deemed to add value and choice to the System's CalPERS' available brokerage firms. The

brokerage firms must be capable of providing trade transactions on a "best execution" basis. Brokers shall be added pursuant to a written agreement between CalPERS and the brokerage firm initiated and approved by Investment-Staff.

- b. Removals Removal from the Arrangements shall be based upon the Investment–Staff's evaluation and recommendation, to include including, but not limited to:
  - (1) The level of commissions generated; and;
  - (2) Relative ranking compared to other participating brokers.
- 4. Adhering to all of the System's <u>CalPERS'</u> standard procurement procedures when making purchases with recaptured commissions. In addition, the <u>System's CalPERS'</u> procedures require Senior Investment Officers to attest to <u>Securities and Exchange Commission (SEC)</u> Section 28 (e) eligibility.
- 5.4. Reviewing the activities of CalPERS' external investment managers that are participating in the Arrangements to validate that:
  - a. A portion of their normal trading activity is being directed to a participating broker who is returning a percentage of its commission to the SystemCalPERS; and:
  - b. The investment manager is using best efforts to obtain best price and execution for securities traded for CalPERS.

# IV. GENERALARRANGEMENT PARAMETERS

A. <u>Directed Brokerage Arrangements</u>: A <u>Directed broker Arrangement is an aA</u>rrangements <u>whereby investment manager involve</u> trading <u>by internal or external investment managers which</u> is executed through a specific broker (or a list of participating brokers) for the benefit of the <u>System CalPERS</u>. In exchange for <u>directing</u>, <u>or</u> having its investment managers direct, trades to a specific broker, the <u>SystemCalPERS</u> receives a benefit <u>(recaptured commissions)</u> in addition to execution services. <del>The benefit the System receives from its Arrangements is recaptured commissions.</del> Other forms of <u>Aarrangements exist</u>, however the <u>SystemCalPERS</u> only utilizes the <u>commission this type of</u> recapture Arrangement.

Commission recapture is an arrangement whereby <u>staff and those</u> investment managers hired by CalPERS that have an investment strategy

conducive to, and a willingness to participate in the Arrangement, direct trades to CalPERS' list of participating brokers. The broker then returns a portion of its commission to CalPERS. Under this Arrangement, the broker does not directly pay CalPERS' obligations nor does CalPERS direct the <a href="mailto:external\_investment">external\_investment</a> manager to use a specific broker. In addition, CalPERS does not pay a higher commission rate than the <a href="mailto:external\_investment">external\_investment</a> manager's other clients as a result of the Arrangements.

- **B.** Use of Funds: There are One of three criteria that must be met for recaptured commissions to receive the protection afforded by Section 28(e) of the Securities Exchange Act of 1934. At the direction of the Board\_, Tthe services acquired from its Arrangements must adhere to these criteria. Services must be "brokerage and research" services, defined as follows:
  - <u>—1.</u> Furnishing advice, either directly or through publications or writings, as to the value of securities, the advisability of investing in purchasing or selling securities, and the availability of securities or purchasers or sellers of securities:
  - —2. Furnishing analyses and reports concerning issues, industries, securities, economic factors and trends, portfolio strategy and the performance of accounts; or
  - <u>—3.</u> Effecting securities transactions and performing functions incidental thereto such as clearance, settlement and custody, or required in connection therewith by rules of the SEC or a self-regulatory organization of which such a person is a member or person associated with a member or in which such a person is a participant.

Services not protected by the provisions of Section 28(e) include computer hardware, professional licensing fees and general office overhead expenses. Therefore, they cannot be purchased using commissions recaptured as part of the System's CalPERS' Arrangements.

# V. POLICYARRANGEMENT IMPLEMENTATION

The SystemCalPERS recognizes that the generation of commissions is inherent to in the trade execution function of the investment process. Arrangements are a widespread industry practice to recover, recapture and use a portion of commissions generated by normal trade activity to defray expenses associated with portfolio management.

#### A. Commission Recapture

The participating brokers will transfer the recaptured commission to the System CalPERS in accordance with their agreement with the investment manager. These funds shall be deposited into the Public Employee's Retirement Fund (PERF) in a portfolio maintained by the master custodian. The recaptured commissions received will be tracked by Fiscal Services staff and reported to the Finance Committee.

# B. External Participants

# 1. Determining External Manager Participation

The Investment Staff shall determine which external investment managers will participate in the Arrangements. The managers shall be selected in accordance with the Board's Contract and Procurement Policies. Factors included in determining the most qualified investment managers are as follows:

#### a. Best Execution

The ability of a manager to achieve best execution is shall be the most important factor in the investment Staff's analysis. The costs associated with executing a trade are both implicit and explicit. The explicit cost is the commission cost associated with administering the trade (brokerage charge, stamp-tax, SEC charge, etc). Implicit costs are market impact costs and opportunity costs. The implicit costs are not transparent to a fund and difficult to measure and monitor on an ongoing basis.

#### b. Manager's Investment Strategy

A manager's investment strategy may or may not, lend itself to the Arrangements without jeopardizing best execution. For example, active equity and enhanced index managers as well as those that execute a large number of program or principal trades are not generally good candidates for participation in the Arrangements due to their trading strategies. Also, managers that trade certain types of securities such as small cap securities, emerging markets securities, thinly traded securities or trades on less liquid international exchanges generally do not participate in the Arrangements.

Managers with value and growth strategies are more deliberate in their trading and are more price sensitive in their buy and sell decisions. Both of these general practices make them good candidates for participation in the Arrangements.

The list of CalPERS' participating brokers is should be sufficient to provide the majority of external investment managers the ability to identify a number of brokers to utilize.

c. Manager's Level of Participation in Other Clients' Directed Commission Programs

If a manager is not participating in Arrangements for other clients and is forced to do so only for CalPERS, there is a risk of disrupting the manager's trading style and process. Forcing a manager to direct trades on behalf of CalPERS when the manager does not direct for others is potentially detrimental to CalPERS' execution because the other clients' trades will be placed first in the queue to be executed. If CalPERS' trades will be placed second in the queue, less than desirable execution will result since the market will have likely been impacted by the first trade.

Investment managers must participate in Arrangements for other clients. A manager's trading style and process can be influenced by participation in Arrangements for its client base. CalPERS shall not require a manager to direct trades for its portfolio(s) if the manager does not already do so for other clients. Overall execution may be compromised if the manager is required to process CalPERS' trades differently.

# 2. Managers - Reporting

The System's CalPERS' external investment managers shall be required to submit a monthly report to the System's CalPERS' Fiscal Services Division and Investment Office no later than the 15<sup>th</sup> of the following month. This report shall be for all activity in the previous calendar month, for directed brokerage commissions and all other commissions. Managers shall pre-reconcile with brokers prior to reporting to the SystemCalPERS.

# 3. Brokers - Reporting

The System's CalPERS' participating brokers shall submit a monthly report to the System's CalPERS' Fiscal Services Division and the Investment Office no later than the 15<sup>th</sup> of the following month. This report shall be for all activity in the previous calendar month, for commissions recaptured and all other commissions. Brokers shall pre-reconcile with investment managers prior to reporting to the System CalPERS.

#### 4. Broker Termination

CalPERS' written agreements with its participating brokers <u>shall</u> <u>provide that they</u> may be terminated at any time, by either party, upon written notice, for any reason. Upon receipt of a termination notice, the broker shall promptly discontinue all services affected unless the notice specifies otherwise.

All duties and obligations of CalPERS and the broker shall cease upon termination of the written agreement between them, with the exception that each party shall remain liable for any rights, obligations, or liabilities arising from activities carried on by it under the agreement prior to the effective date of termination. Brokers will be required to remit any balance due to CalPERS within thirty (30) calendar days following termination.

# VI. GLOSSARY OF TERMS

Key words used in the policy are defined in CalPERS' Master Glossary of Terms.

Approved by the Policy Subcommittee: December 14, 2001
Adopted by the Investment Committee: February 19, 2002
Revised by the Policy Subcommittee: June 16, 2006
Approved by the Investment Committee: August 14, 2006
Revised by the Policy Subcommittee: October 12, 2007

# Asset Class Glossary: Operations Policy: Directed Brokerage Arrangement October 12, 2007

# **Best Execution**

The ability to make efficient trades, taking into consideration factors such as: the price, the size of an order, the trading characteristics of the security, and the likelihood that an order will be fulfilled.

#### **Broker**

A firm that charges a fee or commission for executing an investor's buy and sell orders.

# **Investment Manager**

A professional or firm responsible for managing a securities portfolio for an investor. In return for a fee, the investment manager has the fiduciary responsibility to choose and manage investments prudently for their client.